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ABSTRACT

About a quarter of South Australia's population was born overseas; these migrants speak little English and experience difficulty in seeking employment and gaining access to community services, including education. While appropriate English language learning opportunities are important for migrants, there are a range of other bridging arrangements combining language and broader educational offerings that need to be further developed. The Adult Migrant Education Programme conducted by the Language and Migrant Education Centre of the Department of Further Education (D.F.E.) offers English language instruction intensively to newly arrived migrants, and at a variety of levels and intensities at a later stage, at many locations throughout the state. However, the programme's goals and funding do not permit everyone who needs English to participate immediately and therefore creates a demand for further English courses and other bridging arrangements in the mainstream of adult education. Migrants with limited educational background are at a particular disadvantage, and migrant women are most seriously affected. There has been little inclination by higher education institutions for providing needed courses; the need is seen as the responsibility of the D.F.E. However, D.F.E. policies and programs are fragmented. There is need for a clearer definition of policy and improved coordination of state and commonwealth programs. D.F.E. programs would be strengthened by the appointment of a fulltime senior coordinator with responsibility for the ethnic area. (KC)

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SUBMISSION TO COMMITTEE OF ENQUIRY INTO EDUCATION IN SOUTH AUSTRALIA

occasional paper number 7

ADULT MIGRANT EDUCATION

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DEPARTMENT OF FURTHER EDUCATION

occasional paper number 7

ADULT MIGRANT EDUCATION

AUTHOR :
BLESING , RAE. F.

This study is one of a series of papers prepared on request of the Director-General of Further Education for submission to the Committee of Enquiry into Education in South Australia. It has been prepared in consultation with a number of staff of the Department of Further Education but responsibility for the content rests with the author.

T.A.F.E. CLEARINGHOUSE ACCESSION NUMBER

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PREAMBLE

This Paper provides a detailed account of adult migrant education programmes and the many unmet needs in South Australia. It is the author's hope that the Paper will not only serve for the purposes of the current Enquiry into Education in South Australia, but as a useful compendium and perhaps source of stimulus for staff of the Department of Further Education. To this end the Paper is quite detailed. To ease accessibility and research each of the major Chapters (3,4, and 5) is largely self-contained: there is inevitably some repetition.

A number of staff have rendered valuable service in preparation of the Paper. The assistance of Jill Blewett, Jill Burton, Nevin Marovich, Warren Neale and Marli Wallace is particularly acknowledged. The patient encouragement, advice and insight of the Editor, Maurice Byrne, should also not go unrecorded.

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1. INTRODUCTION

1·1 AUSTRALIA : A MULTI-ETHNIC SOCIETY

Apart from the aboriginal people, Australia's population consists of immigrants and their descendants. Up to the beginning of the present century, most of the immigrants came from the British Isles, but there were also a number from Germany, Poland, China, America, Scandinavia and Hungary. By 1947 the Australian population was predominantly of British origin, with 90% Australian-born, and 7% born in the British Isles. Most of the remainder were from Northern European countries. Restrictive immigration policies of the first half of the 20th century had reinforced the natural pattern.

Post-war immigration policies have changed this situation dramatically. Immigrants have come from northern, eastern and southern Europe, the Middle East, Asia, North and South America, Africa and the Pacific. Of the 3.3 million immigrants who have arrived since 1947, 42% have been from Britain, with the remaining 58% coming from more than 100 different countries, and speaking almost as many languages. This has made Australia one of the most ethnically diverse countries in the world.

For at least the first two decades of post-war immigration, there was an insistence on assimilationist policies, which meant that migrants were expected to discard culture, customs and language in order to fit more easily into Australian society. By the end of the 1960s there was a growing recognition of the fact that imposed assimilation did not work, and since that time, successive Australian governments have modified immigration policy to one of integration, acknowledging that people can retain ethnic heritage and identity, and at the same time become loyal Australian citizens. However, English language support continues to be offered to non-English speakers to help them learn the language they need for full access to the political, economic and social life of the nation. Indeed, the official national Adult Migrant Education Programme, co-ordinated and funded by the Department of Immigration and Ethnic Affairs, consists of English language tuition plus orientation information in home language for new arrivals, and English language support for migrants beyond the recent arrival stage.

1·2 ETHNICITY IN SOUTH AUSTRALIA

Occasional Paper No.2[(1)] in this series prepared for the Enquiry into Education in South Australia identifies demographic factors relevant to South Australia, including details related to ethnicity, language, and migration patterns over recent years.

It is noted in the paper that about a quarter of a million South Australians (over 20% of the state's population) come from non-English speaking backgrounds and have thus had to grapple with the problems of social, cultural and economic readjustment through the medium of a foreign language. The most obvious educational implication is the importance of English language learning opportunities. There are many complicating factors of course, such as age, illiteracy or limited education, family commitments, ill-health

and economic hardship, which make it difficult for many adult migrants to learn enough English to participate fully and realise their adult potential in Australian society. These are raised appropriately in the ensuing discussion.

A new language cannot be completely mastered in a few months; yet migrants cannot wait until they can speak English perfectly to seek jobs, establish homes, use community and government services, or further their education, particularly where it relates to employment. These factors lead to other demands on 'adult education': there is need for:

- access to information about Australia in mother tongue,
- training courses for translaters and interpreters,
- special intensive English courses for professionals and others where language is a key employment tool,
- language support, particularly for the aged and those of limited education,
- cross-cultural programmes,
- community language programmes for people who work with migrants,
- bridging opportunities to help non-native speakers of English to gain access to education and employment.

The Occasional Paper noted above also draws attention to two other demographic features that have important implications for the education of adult migrants.

1.2.1 AGE STRUCTURE OF LANGUAGE GROUPS

There are many non-English speaking groups whose speakers are above the average age. Many of these people were post-war immigrants who have spent a good part of their lives working in factories or doing other labouring work not demanding a high level of English, and in consequence they have not participated to any great degree in adult education. They may now be of an age to continue their education; technical and further education (TAFE) staff should be aware of and sensitive to their needs.

1.2.2 CHANGING PLACE OF ORIGIN OF MIGRANTS TO SOUTH AUSTRALIA

Occasional Paper No.2 also draws attention to the shifts in the composition of new immigrants entering the state and the consequent adjustments that need to be made to educational provisions affecting them. Of the 20 main languages apart from English spoken in this state, Italian and Greek account for almost half the speakers. As there has been a steady influx of Italian and Greek speakers since the late 1940s, and as they are the largest of the minor ethnic groups, it is not surprising that the majority of special Department of Further Education (D.F.E.) programmes for migrant groups are for Greek and Italian speakers. However, immigration intakes over the last three years have shown a spectacular increase in the number of migrants from Asian countries, due in large measure to the settlement of refugees from Indo-China, of whom more than 3 500 have so far come to South Australia.

The effect on this change in migration pattern has been felt initially in the English language programme for new arrivals administered by the Language and Migrant Education Centre. Some of these recent arrivals however now wish to further their education either by matriculating in order to gain entrance to tertiary education, or by pursuing studies to upgrade qualifications or to acquire trade or occupational skills; adjustments may be needed to teaching and administrative styles in affected colleges of further education.

Another definable group of significant size includes refugees from East European countries, many of whom have a high level of education and professional skills, and have urgent needs for intensive advanced English courses and courses leading to professional recognition and registration.

In summary, the Department of Further Education, operating with the lack of rigid structures and flexibility common to the TAFE sector, has an important role to play in providing suitable opportunities for significant numbers of newly-arrived migrants and established ethnic communities. This paper will examine existing provisions and suggest further steps needed to ensure the most efficient delivery of educational programmes.

2. LEARNING ENGLISH

2·1 ADULT MIGRANT EDUCATION PROGRAM (A.M.E.P.)

An Adult Migrant Education Programme, funded and co-ordinated by the Commonwealth, provides English language learning opportunities for adult migrants and refugees. (In addition, orientation information, intended to ease the process of settlement in a new country, is provided for new arrivals in their home language.)

The English language courses are conducted by State education services, under arrangements with the Commonwealth. In South Australia some full-time English classes for migrants and refugees are conducted by the S.A. Institute of Technology, but the bulk of the English language programme for adult migrants and refugees in this state is conducted by the Department of Further Education's Language and Migrant Education Centre.

2.1.1 BRIEF HISTORY OF THE A.M.E.P. AND THE LANGUAGE AND MIGRANT EDUCATION CENTRE IN SOUTH AUSTRALIA

Until 1969 the only provisions for 'migrant English' were part-time continuation classes (begun in 1947) and a basic correspondence course. Since then full-time and part-time fixed length courses at various levels, and special arrangements such as courses for migrant workers in industry, classes for women and for patients in hospitals and rehabilitation centres, and a voluntary home tutor scheme have been added.

Responsibility for the administration of the adult programme lies with the Minister for Immigration and Ethnic Affairs, under the Immigration (Education) Act 1971. Administration of the programme for children, which comes under the same Act, is the responsibility of the Minister for Education.

Before 1974 all teaching in the D.F.E.-implemented programme was carried out by part-time instructors. Provision of teaching materials for a very basic course, and preservice and inservice training were the prerogative of the Commonwealth.

In the early 1970s Migrant Education Centres were established as the focal points for the programme in most states. A Migrant Education Centre in Waymouth Street, Adelaide city, was opened in late 1973. In 1974 the first full-time professional staff: head, senior lecturer and lecturer, were appointed by the Department of Further Education, with Commonwealth funding. Since then other full-time teaching staff have been appointed - but much of the teaching is still done by temporary part-time staff.

From 1974 to 1978, there was considerable development in the range and content of courses offered by the Language and Migrant Education Centre. A modest library/resource collection was also established to provide support for the educational programme and for teacher development. Classes continued to operate throughout the metropolitan area and in some country centres; there was extension to the workplace and hospitals, and expansion in variety and range of levels at the central location.

With the growth of the central programme, more accommodation was leased at

the "Village", Currie Street, Adelaide city, in 1977. At that time also a state-funded Community Language programme (described later) was added to the A.M.E.P. and the centre became the Language and Migrant Education Centre, the Head being responsible for both programmes.

The accommodation in Waymouth Street continues to be leased by the Commonwealth; the Village premises occupied by the Language and Migrant Education Centre are leased by the Department of Further Education with the Commonwealth paying 75% of the lease. All other classes are conducted in state or private schools or institutions, except for those conducted for newly arrived refugees and migrants at "Pennington Centre".

The next significant stage of development of the A.M.E.P. began with the adoption by the Commonwealth government in mid 1978 of the recommendations of the Review of Post-Arrival Programmes and Services to Migrants.(2) (Galbally Report) Excerpts from the report relating to Adult Migrant Education are at Appendix A.

2.1.2 DEVELOPMENT OF ENGLISH LANGUAGE PROGRAMME SINCE THE IMPLEMENTATION OF GALBALLY RECOMMENDATIONS

The Galbally Report emphasized the critical role that English language proficiency plays in the settlement of migrants. It referred particularly to difficulties of initial settlement, and proposed funding for an initial settlement programme with a major English teaching component, integrated with orientation information in the home language.

The Report also made proposals for promoting further initiatives to reduce the backlog of earlier arrivals who had not received adequate English language help, and to upgrade the programme as a whole.

Since the adoption by the Commonwealth government in May 1978 of the Galbally recommendations, the programme has to some extent been restructured in accordance with new policy guidelines.

On-Arrival Phase - Initial Settlement

The most notable effect on the English language programme has been the establishment of the 'on-arrival' English learning phase for migrants and refugees within 6 months of arrival, as part of the initial settlement provision.

Prior to 1978 there was no special provision, but since then approximately 180 courses have been run. Attachment B indicates the steady rise in on-arrival course enrolments: as most of these are full-time 300-hour courses, they account for an even greater proportion of the total student hours.

The bulk of these courses are conducted at Pennington Centre, where increasing numbers of Indo-Chinese and, more recently, East European refugees are accommodated for periods averaging 2-3 months. There have also been some on-arrival courses for newly-arrived migrants, as distinct from refugees.

The Community Refugee Resettlement Scheme, adopted by the Australian government in late 1979, makes it possible for community groups to help in the settlement of refugees in a sponsorship that involves helping them in the initial stages of settlement in the community, rather than after a

period in a Migrant Hostel. Since the inception of the scheme, refugees have been settled in Whyalla, Mount Gambier, Glen Osmond, Gawler and Port Pirie, and there is a likelihood of other country centres also being involved. The Language and Migrant Education Centre appoints staff and supervises the English language programme at these places. In several instances Colleges of Further Education have provided accommodation and use of facilities for the classes, and Further Education staff have been valuable contacts in finding potential teaching staff.

In all these on-arrival courses a functional approach to language learning recommended by a joint Commonwealth/State Committee has been adopted, focusing on priority areas of need for newly-arrived migrants. Teaching staff have been consulted by the Commonwealth on development of teaching materials which are to be produced centrally and disseminated to the various states.

Ongoing Phase - further opportunities to learn English

The effects of the Galbally recommendations on the second or 'ongoing' phase of the programme have been as follows:

- an increase in the number of English courses for migrant workers and the appointment of an industrial liaison officer to assist in promotion of Courses in Industry.

- a restructuring of the suburban and country programme with more emphasis on fixed length courses at various levels to meet the English language needs of particular groups.

- an expansion of the voluntary Home Tutor Scheme, which has both social and educational goals, enabling migrants to receive English help on a one-to-one basis with a volunteer tutor. D.F.E. staff of the Language and Migrant Education Centre have been involved in training volunteer tutors. The scheme at present has a State co-ordinator working from the Department of Immigration and Ethnic Affairs, but in the Review of Multi-cultural and Migrant Education (September 1980)(3) the Australian Institute of Multicultural Affairs recommended that in South Australia, local administrative responsibility be offered to the state government.

- some additional input in teacher development programmes to assist in upgrading the programme.

- a grant to the Department of Further Education to develop an advanced self-directed English language course for migrant nurses.

- special full-time English vacation courses held in January for the past two years and continuing this year.

- funding for two D.F.E. studies to investigate English language needs of migrants to further assist development of the programme. (One study is complete and the other is nearing completion.)

However, not all recommendations have been fully implemented.

Recommendation 5 (a) to extend the availability and coverage of full-time courses has affected this state's programme minimally so far, to the extent

of adding one short intensive vacation course per year. A submission for Galbally funding for one full-time English course for professionals and sub-professionals is likely to be approved. Thus the provision of 4 ten week full-time courses per year at a very basic level of English remains the regular provision of the D.F.E., as has been the case since 1978. The result is that even though there has been very little publicity for full-time courses, a waiting list is gradually building up, of migrants who need English for employment and successful settlement. The need for more advanced intensive courses in the ongoing programme has become more acute since the arrival of a substantial number of refugees from Eastern Europe; the impending arrival of more will undoubtedly increase the demand.

Recommendation 5 (c) provides for extension of the range of advanced courses to meet special needs of migrant groups. However, in South Australia this particular aspect of the programme has had to be curtailed rather than extended, because available funds have been directed to other areas of restructuring, following budgetary guidelines.

Another serious deficiency in the programme is due to the long overdue and much needed revision of the Correspondence Course "Learning English". Galbally Recommendation No. 8 seeks the development of teaching materials but to date no funds have been allocated for a revision of the Correspondence Course. Despite the inadequacies of the Correspondence Course the number of applicants exceeds tutor help available, and a waiting list for this form of tuition exists also.

2.1.3 SUMMARY: CURRENT ENGLISH PROGRAMME

Although the overall size of the English language programme has expanded over the last three years, it has not been able to keep pace with increasing demand. The Galbally review envisaged that "As the settlement programme comes into full operation over the next three years it should relieve pressure on the demands for some courses and classes under the current programme".(4)

While it is certainly true that there has been a rapid growth in English language provision for new arrivals, and in the total funding for this aspect of the programme, the numbers of new arrivals have greatly increased with the intakes of refugees from Indo-China and East European countries.

The maximum of 300 hours of English language instruction offered at the On-Arrival stage is manifestly not sufficient to allow even a well-educated individual starting from zero or minimal English proficiency to speak and write English adequately for all employment and other needs.

The fact that many refugees have had a very meagre educational background, have over several years undergone disruption to their normal way of living, and are experiencing the stress of a complete change of cultural environment, means that the progress made in learning English in the early stages of settlement is only a beginning. The majority are keen to continue learning English in the Ongoing Programme, but constraints on funding for this phase of the programme do not allow for an increased level of activity. Hence waiting lists and waiting time are steadily increasing, as are the numbers of frustrated, frequently unemployed migrants and refugees with very low English proficiency who wish to go on learning.

Officers of the Migrant Education Branch of the Commonwealth Department of

Immigration and Ethnic Affairs acknowledged at recent budgetary talks (October 1980) that the level of funding allocated for the ongoing programme would be insufficient to meet any increase in level of activity. They advised that "Select Out" procedures should be adopted, taking into account such factors as employability, age, level of English proficiency, previous learning opportunities in A.M.E.P., educational background, capacity to benefit significantly, and family/social factors, in order to create as many vacancies as possible for new enrolments in the ongoing programme.

The net result is that many migrants and refugees, currently enrolled in courses, are being informed that they cannot continue learning English in the Adult Migrant Education programme and are being directed elsewhere, while the number of vacancies being created is still quite insufficient to meet demand. Furthermore the effort to direct migrants to alternative follow-on or bridging arrangements, has made it apparent that insufficient follow-on opportunities exist. The issue of bridging courses will be taken up in a later section of this paper.

2.1.4 POLICY AND ADMINISTRATION OF D.F.E.'s ADULT MIGRANT EDUCATION PROGRAMME

S.A. Consultative Committee

The D.F.E.'s Adult Migrant Education Programme is controlled and co-ordinated through the South Australian Consultative Committee, consisting of representatives of the Regional Office of the Commonwealth Department of Immigration and Ethnic Affairs (D.I.E.A.) and four D.F.E. representatives (a Regional Superintendent, the Vice-Principal of the Open College, the Head of the Language and Migrant Education Centre and a D.F.E. Finance Officer). The Committee is chaired by the South Australian Regional Director of the D.I.E.A.

Policy guidelines are laid down by the Migrant Education Branch of the D.I.E.A. in Canberra. The local committee can make decisions on matters within the policy guidelines providing that there are no implications for funding outside the current budgetary allocation for the state. The Committee can also advise Canberra and make recommendations for initiatives or new emphases. In practice there is tight control and monitoring from Canberra.

Funding

Commonwealth funding is available on a reimbursement basis to cover salaries of teaching staff engaged in the agreed programme throughout the state, and of administrative staff at the Language and Migrant Education Centre, Pennington Centre, and in Whyalla. Commonwealth funds are also allocated through the Department of Further Education for materials and equipment, teacher development, child care and administrative contingencies for the Centre-administered programme. The Commonwealth supplies directly equipment and maintenance for Pennington Centre, and some items listed as maintenance of facilities for the Language and Migrant Education Centre (L.M.E.C.) and the Whyalla Regional Centre.

The Commonwealth contributes to the cost of accommodation by providing accommodation at Pennington Centre, and allocating funds for leasing accommodation for classes at the city centres. All other accommodation for classes is in state educational or community institutions.

Organisation and staffing of the D.F.E. Adult Migrant Education Programme

The state provides an administrative support infrastructure from the Head Office of the Department of Further Education. The Head of the Language and Migrant Education Centre is responsible for the organisation of the programme throughout the state and is administratively responsible to the Director-General of Further Education through the Principal and Vice-Principal of the Open College of Further Education.

The Centre in Currie Street is the focus for organisation and administration of the State programme. In addition, Lecturers-in-Charge are stationed at Pennington Centre and at Whyalla College of Further Education, who are responsible for organising programmes at Pennington Centre and in the Whyalla district respectively. Both are responsible to the head of the L.M.E.C. in matters of policy and funding. The Lecturer-in-Charge at Whyalla is responsible to the head of the School of General Studies at the Whyalla College of Further Education for local programming and day-to-day administration.

The Library Resource Centre at Currie Street provides educational support services for teachers and classes throughout the state. It is currently operating under difficulty because of limitations on Commonwealth funding for this purpose, despite the fact that the Review of Multicultural and Migrant Education (September 1980)(5) stated:-

> "Inadequate library and other material resource facilities at the various Centres pose serious problems for migrant students who need access to the kinds of materials that will reinforce the learning gained, through the programme."(5)

Because the programme is Commonwealth-funded it is only possible to appoint temporary teaching staff, and much of the teaching is carried by hourly-paid part-time staff with consequent high turnover, and the need to constantly train and appoint new staff. The problems are summed up in the Review just noted. "The States perceive the programmes as temporary and make their administrative arrangements accordingly. There is a consequent impact on programme effectiveness because few teachers have a continuing connection with the programme and thus are unable to develop the skills that longer term training and experience brings. High turnover among casually employed, part-time and/or temporary teaching staff means considerable difficulty is experienced in arranging effective training programmes".(6)

The appointment of 10 temporary teaching staff at Lecturer II level in early 1980 and the further appointment of 8 equivalent full-time temporary lecturers from January 1981, has gone some way to improving and consolidating the staffing position, and has begun to correct the imbalance of hourly paid and temporary staff. However, senior staffing levels have not changed over the past 4 years, despite the fact that the programme has expanded dramatically in size and complexity.

2.1.5 JOINT-COMMONWEALTH-STATES COMMITTEE ON PROFESSIONAL ASPECTS OF THE A.M.E.P.

The Report of the Australian Institute of Multicultural Affairs refers to the important inputs from this Committee on professional education matters. The Committee "facilitates the process of co-ordination between Commonwealth

and State operations. It is a means of securing contributions from teachers involved in the actual conduct of the programme, and by that process serves an additional aim of creating a favourable climate for the introduction of those changes to the programme that the Department finally considers to be necessary."(7)

The terms of reference for the Committee on its establishment related only to the On-Arrival Programme; however, it has recently begun to turn its attention to the Ongoing Programme. While there has been a major thrust in professional developments relating to the On-Arrival Programme, there is cause for concern that little has yet been done to upgrade the Ongoing Programme.

There is always a danger of over-centralization in matters of professional development, and there is a growing feeling among state professional staff that there needs to be a greater proportion of funding allocated to state or intra-state working groups to develop teaching materials and special projects. The establishment of a National Clearinghouse for Adult Migrant Education, as recommended by the Committee, and also by the Australian Institute of Multicultural Affairs in its 1980 Review, would be valuable in disseminating teaching materials and promoting exchange of ideas amongst professional staff in all states.

Standardized Assessment of Language Proficiency

An important outcome of one of the Committee-sponsored projects has been the development of the Australian Second Language Proficiency Ratings Scale (A.S.L.P.R.). This scale defines language proficiency in terms of what the learner can actually do with the language and is expressed for the 4 main language skills: speaking, listening, writing, reading. It is a 5 point scale from point 0, (i.e. zero proficiency) to point 5, (i.e. native speaker - like proficiency) in all 4 skills. A copy of the A.S.L.P.R. is appended at Attachment C.

This scale has proved most useful in assessing language proficiency of students at entry and exit, and assisting in course design by helping to set clearly stated objectives. It has made possible a more precise expression of the main objectives of the Adult Migrant Education Programme (A.M.E.P.). It has been suggested that migrants should be given opportunity to reach 2.5 on the A.S.L.P.R. scale before being directed towards T.A.F.E. facilities for further upgrading of their skills. Specific English language needs related to areas of employment might be met in employment-oriented English courses aiming above the 2.5 level within the A.M.E.P.

2.1.6 MIGRANT SETTLEMENT - CO-ORDINATING COMMITTEES

The Minister of Immigration and Ethnic Affairs has set up a number of committees within the various states to co-ordinate settlement of migrants and refugees. The D.F.E. is represented on these committees through officers of the Language and Migrant Education Centre as follows:

South Australian Migrant Settlement Council

This 8 member council, chaired by the regional Director of the D.I.E.A., is responsible for supervising the overall development of orientation and settlement programmes in the State.

The head of the Language and Migrant Education Centre represents the Adult Migrant Education Services on this committee.

Settlement Committee

Local settlement committees have been established at Settlement Centres to co-ordinate settlement provisions at the centres. The D.F.E. Lecturer-in-Charge at Pennington Centre is a member of the Pennington Settlement Committee.

South Australian Community Refugee Settlement Scheme (C.R.S.S.) Advisory Committee

This committee examines proposals from communities wishing to sponsor families of refugees in the initial settlement stage, and subsequently makes recommendations to the Minister of Immigration and Ethnic Affairs.

The head of the Language and Migrant Education Centre is a member of the South Australian C.R.S.S. Advisory Committee, and a Senior Lecturer of the L.M.E.C. with co-ordinating responsibilities is also heavily involved in activities related to C.R.S.S.

Due to the heavy influx of refugees during the last 3 years, and the increasing emphasis placed on initial settlement programmes for migrants and refugees, the time commitment needed for participation on these committees and the follow-up activities and co-ordination, has been considerable. Officers of the Adult Migrant Education Programme have been involved increasingly with the initial stage of migrant education, making it more apparent that the responsibility for co-ordination of broader educational programmes for ethnic groups, once they have gone beyond the "newly-arrived migrant" stage, must lie within the Department of Further Education system as a whole. There are important implications for the future development of broad community-based and integrated programmes.

2·2 OTHER ENGLISH LEARNING OPPORTUNITIES

2.2.1 CORRESPONDENCE COURSES

The Open College of Further Education offers an advanced Correspondence Course in "English as a Second Language". Migrants completing the elementary Commonwealth correspondence course "Learning English" are referred to the Open College if they wish to continue their studies.

2.2.2 COMMUNICATION COURSES

Communication courses offered in spoken and written English are available at some colleges, but very often these are exclusively for students pursuing particular college vocational courses, and in most instances they are not appropriate for the needs of second language speakers. An English language course, Basic Australian Expression, developed for migrant adults completing L.M.E.C. courses, was offered successfully at Kensington College of Further Education in 1980.

2.2.3 LITERACY PROGRAMMES

Literacy programmes run by the D.F.E.'s Adult Learning Centre are primarily for native speakers of English of limited educational background. Only a few migrants can benefit from these courses. Many migrants needing quite elementary help in written English are well-educated and highly literate in their own language; hence the literacy programmes do not meet their needs. Second language speakers who have a low level of literacy in their own language also need a different form of assistance.

2.2.4 GENERAL EDUCATION AND ENRICHMENT COURSES IN D.F.E.

D.F.E. colleges could provide practice in the use of English and help migrants who already speak some English develop confidence in using English. Courses specially devised to cater for the interests of ethnic groups, and with some provision to meet the students at their level of understanding and communicating in English, can be very successful in helping migrants bridge the gap into the mainstream of adult education and improve their English. A highly successful example of this type of course was offered at Thebarton Annexe of Croydon Park College of Further Education under the title of "Effective Communication for Migrant Women". Most of the students had just completed English courses at the Language and Migrant Education Centre, and staff of the two colleges conferred in setting up the course. A similar but modified course entitled "Aspects of Australian Society" will be offered in 1981 incorporating adaptations in response to suggestions by migrant women who completed the 1980 course.

3. COMMUNITY LANGUAGES IN D.F.E.

3·1 SCOPE AND ORGANISATION

The demand for courses in community languages has increased steadily over the past 3 years. In 1977, 17 D.F.E. colleges offered 13 languages, whereas in May 1980 there were 21 colleges teaching 17 languages - a greater spread than the Education Department or any post secondary institution in South Australia.

Language programmes in most colleges are administered by Heads of General Studies. In the Language and Migrant Education Centre the Community Language Programme is administered by a Senior Lecturer who has been the Convener of the D.F.E. Language Programme Committee since its inception. The Language Programme Committee has played an important role in rationalising and co-ordinating language courses across the department, and has supported a co-ordinated approach to inservice training for language teachers, to upgrade the quality of programmes.

Language programmes throughout the Department are taught by a total of 79 teachers (1980 figures) - only 3 of whom are full-time. This creates difficulties of participation, commitment, standards, uniformity and innovation. More full-time or at least fractional full-time appointments would improve continuity and effectiveness.

3·2 LANGUAGES FOR COMMUNICATION (Stream 6)

The bulk of D.F.E. colleges offer only Stream 6 language programmes. Yet here both the spread of languages (17) and the increasing number of courses offered in "peripheral" or "non-traditional" languages, for example, Serbian Croatian,and Vietnamese, is encouraging. This trend represents a serious concern for languages relevant to the Australian community.

Enrolment figures show a steady increase:

1978	2 734 language enrolments
1979	3 591 " "
1980	Internal evidence suggests that enrolments are far higher.

Particularly noticeable is the increasing number of age pensioners participating in classes.

The D.F.E. also offers a greater variety of units than any other institution. There are normal year-long courses throughout 3 terms of each year; but also 2 to 3 week intensive courses in January and May each year, and short 36 hour units, discrete in themselves, normally taught for 3 hours per week over 12 weeks.

Although 4 colleges offer Matriculation level (Stream 5) in a total of 4 languages, the bulk of the D.F.E.'s work is non-formal, at 3 levels. The approach is different from that of any other institution, even that of the Department of Continuing Education (University of Adelaide), since it

concentrates on the conversational, rather than the traditional written-grammatical and/or literary approach. Most of the D.F.E. colleges now use, or are moving towards using, the functional/notional method adopted by the Council of Europe in its Waystage and Threshold programmes, and inservice language Methodology Conferences have been held throughout 1979 and '80 to instruct the Department's 84 part-time language teachers in this method. The method, not used by the other institutions, and completely different from the traditional approach, is ideally suited to the needs of our adult students - who want to learn a language quickly to communicate - with immigrant relatives or neighbours in Australia, or for travel or business purposes abroad. One college also offers languages for senior citizens' groups, again demanding a different approach.

Co-operation is now underway with the Department of Continuing Education of the University of Adelaide to divide the major languagestaught between the two institutions, to maximise resources and minimise overlap. Eventually only 4 languages will be offered by both institutions; other languages will be offered either by Continuing Education or by the D.F.E.

For language programmes to be effective, learners must be grouped as homogeneously as possible from the point of view both of beginning level of language proficiency and skills needed, and of language learning goals, which in turn may be general or specific. For these reasons, because of the range of languages being offered and because of the number of hourly paid instructors employed, the matter of co-ordination of the programme both across the department and inter-departmentally with the Department of Continuing Education is most important. The D.F.E. Language Programme Committee plays a leading role in this co-ordination.

Co-ordination of language programmes would be greatly facilitated with the adoption of a standardised scale of assessment of language proficiency, such as that adopted by the Technical Education Department of Western Australia. The Review of Multicultural and Migrant Education, previously referred to, has recommended that the government establish an expert working party to investigate the setting up of national proficiency ratings in community languages.(8) The outcome of this recommendation could provide a suitable method of assessment which would aid in co-ordination. More importantly, students and teachers could work towards specific goals and be able to evaluate their progress.

The classification of languages for communication in Stream 6, which is largely for leisure type courses, is questionable. To the extent that language study is a preparation for communicating in another medium or for further study, it could easily be classified in Stream 5, the preparatory stream. Such a reclassification could lead to an upgrading in the quality of programmes, by making it possible to attract better qualified staff, and by placing more emphasis on skills. This, in turn, would lead to a reduction in the high drop-out rate, and more effective programmes.

3.3 LANGUAGE DEVELOPMENT PROGRAM (Stream 5)

The Department is the only institution in the state which offers language development programmes for migrants who are not fluent, or barely literate, in their mother tongue (or in the standard version of their mother tongue) and who wish to extend their knowledge of it.

Migrants of limited educational background and who are barely literate in their mother tongue, are seriously handicapped in learning another language - such as English - which means that they have restricted access to community services and institutions of the mainstream English-speaking Australian community. In addition they suffer the language loss in mother tongue common to migrant ethnic groups in a host community speaking another language. This means they become "semi-linguals", handicapped in communication in both languages and becoming more and more isolated from the wider community.

Language development or maintenance assistance for these groups improves their ability to communicate through ethnic channels, including newspapers, in their community language, and can act as a 'bridge' to acquiring English and becoming literate in English.

In 1980,3 colleges offered programmes of this nature, and there are plans to expand the offering in 1981.

An experimental "family" programme for families of Italian ethnic origin has been highly successful throughout 1979 and 1980. In this programme parents who speak predominantly Italian have been able to learn English, or to improve their Italian, especially the written language, while their children learn Italian, and other English-speaking adults in the community learn Italian. While this has been highly successful in one area, it cannot be formalized or repeated elsewhere because of problems of fees, funding and intersectoral relationships. This matter has been under consideration by the two Directors-General since mid-1978 and is still unresolved.

3.4 USING LANGUAGES OTHER THAN ENGLISH AS MEDIUM OF INSTRUCTION (Streams 4,5 or 6)

Some of the Department's normal courses are offered in languages other than English, by colleges with major ethnic community hinterlands. This again is unique to this Department (in South Australia).

Offerings have included Dressmaking, Weight Watching, and Automotive Techniques in Greek, and Dressmaking and Cooking in Italian. Additional courses under consideration include Market Gardening/Flock Management in Greek and Italian.

2 major initiatives in this area to be introduced in 1981 are:

3.4.1 PARENT EDUCATION PROGRAMMES

Run in co-operation with the Kindergarten Union, these programmes will be offered in Greek, Italian, Serbian and Croatian. The aim is to help mothers of pre-school age children to cope more comfortably with the Australian pre-school and school systems.

3.4.2 BILINGUAL STENOGRAPHY COURSES

For the first time in 1981, 2 language electives will be offered in Greek and Italian within the Business Studies Certificate. This will mean that Greek and Italian speaking adults will be able to add a bilingual qualification to their secretarial skills, and should therefore have an added

chance of finding employment. It is believed that this is the first course of this kind in the Commonwealth.

The course will be offered at only one college in 1981, but it is hoped to expand the language options and the number of colleges offering the course from 1982.

The courses provided under the Language Development Programme are an important factor in providing access to education for non-English speakers, and are further commented on in this paper under the heading of ACCESS.

3·5 LANGUAGES FOR PROFESSIONALS (Stream 1)

Although the South Australian Institute of Technology (S.A.I.T.) and the Adelaide College of the Arts and Education (A.C.E.A.) currently offer one programme each, the D.F.E. piloted the Languages for Professionals courses with Italian for Medical Staff in 1977, and now has the greatest spread of languages for professionals: Greek, Italian, Serbian and Croatian are offered for Medical and Para Medical Staff, and Social Workers; Greek and Italian for Classroom Teachers; Greek and Italian for Lawyers; and Greek, Italian, Serbian and Croatian for Classroom Teachers. It is planned to extend the range of professions and to add Spanish to the languages offered. The teaching and preparation of and the writing of syllabuses for these courses demands skills and expertise very different from those demanded by normal language teaching - since in each 30 hour unit, highly motivated and intelligent professionals have to acquire basic terminology to enable them to conduct a first interview with a non-English speaking client or patient.

The demand for these courses is growing rapidly - in particular, four Level 1 Italian for Medical Staff courses are currently being offered and there is a waiting list of individuals and institutions.

3·6 INTERPRETER LEVEL 2 COURSES

The Department is the only institution in S.A. which offers the Interpreter, Level 2 course, the Italian stream of which is now accredited by N.A.A.T.I., the National Accreditation Authority of Translators and Interpreters, and the Greek and Serbian and Croatian streams of which are currently before N.A.A.T.I. for accreditation.

This course, first introduced in 1978, is offered twice each year. The four components of the course - language, ethics, communication skills and cross-cultural background - are designed to train people to interpret from a thorough understanding of the needs and backgrounds of the people involved and of the structure and organisational procedures of Australian society. The course has been offered in these languages : Greek, Italian, Serbian Croatian,and Spanish.

Approximately 60 students, the majority from Public Service Departments, successfully complete the courses annually, and altogether 20 State and 7 Commonwealth Departments have now been serviced. The course is fully supported by the Public Service Board and attracts release time for its employees.

Funding constraints have prevented the course from being extended to other languages, but there is an obvious need to add the major languages of currently arriving groups. Another problem is that staffing is still largely dependent on hourly paid staff, which leads to problems of continuity and places accreditation in jeopardy.

3·7 FLEXIBILITY

The range and comprehensiveness of the Department's language and language-related programmes is far greater than that of any other institution. Perhaps most importantly of all, the Department's structure and policies are flexible enough to allow the demands of very different types of students to be met easily and quickly.

4. ACCESS TO EDUCATION FOR ADULT MIGRANTS OF NON-ENGLISH SPEAKING BACKGROUND

A 1977 D.F.E. study on the subject of Awareness of and Access to Adult Education[9] noted that the migrant language problem was seen as a major barrier to access to education. Problems in devising a suitable questionnaire to gather information about the degree of language competence, however, as well as the problem of communication itself, resulted in the language aspect of access not being examined in the study. This exclusion only serves to highlight the problem.

Although observation suggests that migrants of non-English speaking background are under-represented in D.F.E. vocational and general programmes, there is no precise data, as T.A.F.E. enrolment forms do not require students to state their ethnic origin or first language.

Recent enquiries made by counselling staff at the Language and Migrant Education Centre seeking to collect some information from colleges about problems of migrants undertaking D.F.E. courses elicited varying responses, ranging from deep concern about migrants' problems, to a stated lack of any idea as to how many students or enquirers might be of migrant background, and some denials that there was a problem because most of them 'dropped out anyway'.

IT IS NOT A MATTER OF OVER-REACTION TO POINT THE NEED FOR FORMAL D.F.E. POLICY ON MIGRANT EDUCATION IN THESE CIRCUMSTANCES.

4·1 BRIDGING ARRANGEMENTS

The need for special support or bridging arrangements to help migrants participate more fully in post-secondary education has been referred to in a number of reports. It is convenient, though questionable, to continue using the term 'migrant', as one is frequently dealing with Australian residents with the same entitlements to further educational opportunities as any other Australian citizen.

4.1.1 COURSES IN LANGUAGES OTHER THAN ENGLISH

The report of the Committee of Enquiry into Post-Secondary Education in South Australia (August 1978) points to the need for "improved access to regular courses of post-secondary education" for migrants and suggests the advantages of conducting enrichment (Stream 6) courses in migrant languages in colleges of further education.[10]

A Special Research Report into the Welfare of Migrants (1975) commissioned by the Commission of Inquiry into Poverty, recommended

> "That full and comprehensive adult education programmes be developed using languages other than English and geared to the specific needs of particular ethnic groups."[11]

Some such opportunities exist within the Department of Further Education and are described in this report under the heading of Community Languages.

It is worth noting that these courses have all been initiated in colleges where there are bilingual staff with a brief to liaise with ethnic communities. Other colleges in regions with high migrant density have shown an interest in developing courses in a community language as medium but have experienced difficulty through not having staff who could liaise effectively with ethnic communities. Another obvious drawback has been lack of funding to allow for adequate preparation and course design.

Courses conducted solely in a community or ethnic language are particularly valuable for members of ethnic communities who have the bare minimum of formal schooling, many of whom are hardly aware that opportunities for continuing their education exist. Such courses would be for the most part enrichment courses - realising immediate goals - or very basic vocational courses, not necessarily leading on to higher certification.

However, such courses can be a stimulus to continue study in post-secondary general or vocational education, and they then become effective bridging courses by enabling migrants to gain access to the normal range of courses open to the native speaking Australian. At the most elementary level, literacy tuition in the vernacular could be a bridge to literacy in English.

4.1.2 BRIDGING COURSES WITH ENGLISH LANGUAGE OR BILINGUAL COMPONENT

To provide an effective bridge to further education generally and to full employment opportunities, it is obvious that bridging opportunities must include appropriate English language support. This support could be in a form of

(a) a preparatory course involving an English language or bilingual component, and a general education component including study skills, orientation to Australian education, and career advice with information about Australian employment and entry into the workforce.

(b) an English language course with focus on subject matter geared to a further study or employment aim (Business English, English for Real Estate Students, English for Nurses etc). This type of course is commonly referred to as English for Specific Purposes.

or

(c) an integrated or combined teaching approach involving English as a Second Language tutors, and lecturers of other general/technical/vocational subjects (mathematics, automechanics, business studies etc).

Options (a), (b) and (c) above might all include a bilingual component if a group had the same linguistic background or if bilingual tutor/facilitator help was possible on an individual or small group basis.

A number of recent reports refer to the need for special bridging arrangements for migrants.

Recommendation 53 (a) of the Committee of Enquiry into Post-Secondary Education in South Australia states:

> "All tertiary institutions should review policies and practices with a view to improving access for students from minority language communities and providing assistance for those with language problems". (12)

The Report of the Committee of Enquiry into Education and Training (the Williams Report Feb. 1979) recommends that T.A.F.E. institutions should review their bridging and transitional arrangements and increase the range and flexibility of programmes to make T.A.F.E. more accessible to special groups. (Recommendation 7.22) (13)

The Report of the Review of Post-Arrival Programmes and Services to Migrants (Galbally) draws particular attention to "inadequate arrangements for bridging courses which would enable migrants to undertake the additional study necessary to have their qualifications accepted" (Para. 7.41).(14) This Report also suggests that "committees under the Tradesman's Rights and Regulation Act should look carefully at means of overcoming the special problems of migrants attempting to have their qualifications recognised".(15) (Para. 7.42). Paragraph 7.43 of the same report supports the idea of combining language teaching with occupational retraining for migrants.(16)

Despite such urging there have been very few appropriate bridging arrangements to meet the needs of migrants who have been partially or completely educated overseas, or whose education in Australia has been hampered by language problems. In South Australia there have been virtually no adequate bridging arrangements to meet the needs of overseas-trained professionals, technicians, and tradespeople wishing to have their qualifications recognised; or combined English language and occupational training courses.

It would appear that responsibility for initiating and organising such courses has fallen outside previous and current programming and funding arrangements, and it has been impossible to bring together the strands of resources and staffing needed to make suitable bridging arrangements a normal possibility for those who require them.

The Galbally Report also states:

> "We believe the numbers of hours of English language for each student should be directly related to what is required to equip the migrant to understand and make use of social institutions, including those educational institutions through which the migrant may wish to pursue educational achievement". (Para. 3.15)

This has frequently been cited as a statement of the objectives of the Adult Migrant Education Programme, but there has always been uncertainty about the actual bridging level, and where T.A.F.E. courses take over from the Adult Migrant Education Programme. Apart from the fact that there is an apparent need for some resolution of policy and funding arrangements at Commonwealth level and involving several departments, there is a need within the state tertiary sector, ideally within the Department of Further Education, for a senior education officer with responsibility for co-ordinating and assisting in the development of programmes in various colleges, and involving staff of the Language and Migrant Education Centre, to provide the English language component and design suitable courses.

Bridging English language courses, focusing on subject matter related to further study or employment aims have been piloted by the Language and Migrant Education Centre in English for Technical Studies, Nursing, Real Estate and Academic Studies. These courses had a measure of success, but among the difficulties encountered were:

1) Minimal contact between English language staff and subject teachers.

Tight programming and funding constraints made it impossible to arrange for the subject staff and English language staff to spend enough time planning and co-ordinating programmes.

2) Lack of awareness of second language learner's problems by the institutions. In the technical sector particularly, students referred to bridging courses included many Australian native speakers of English with severe literacy problems, as well as migrant students literate in their mother tongue but with inadequate English: in other words, with very different language needs and needing separate tuition. A combined approach with more staff, backed by resources from both the Migrant Education and Literacy Units could have resolved this situation satisfactorily.

3) Insufficient allowance made for English language demands on migrant students, who found the additional load of language study too heavy on top of a full-time programme of study.

4) Lack of a clear policy and adequate funding to continue courses. The approach to bridging courses was made on the assumption that the institutions where students were enrolled would contribute some resources, so that a joint effort could be mounted to pilot the courses. After that the tertiary institutions (D.F.E. or University) would accept full responsibility for the programmes.

Migrant Education funding was available for English tuition up to the point of entry into tertiary institutions, so that strictly speaking the courses were seen as preparatory.

Limited funding and lack of certainty about funding for courses in tertiary institutions, led to a dwindling in these programmes. This was in the face of increasing awareness of needs of second language students in tertiary education. An added complication at both South Australian universities was that many of the students were overseas students rather than migrants, and Migrant Education funding was therefore not available. This made it difficult for the D.F.E. to participate, although some university staff held the opinion that bridging courses were a T.A.F.E. rather than a university responsibility.

All these complications point to the need for a clear statement of policy on bridging arrangements, with adequate and recurrent funding to sustain programmes.

Importantly, provision must be made for time for language staff to liaise with subject staff to increase their awareness of students' language problems and involve them in course planning.

4·2 TRANSITION FROM SCHOOL TO WORK : SPECIAL PROBLEMS AND EDUCATIONAL NEEDS OF ADOLESCENT AND YOUNG ADULT MIGRANTS

In this paper the period of transition from school to work is taken to relate not just to the final year of secondary education, but to extend from the last years of secondary schooling to the period of tertiary education and the first years of entering the workforce.

Adolescent and young migrant adults who have arrived in Australia before completing their secondary or tertiary education are at a particular disadvantage both if they wish to continue studying, and if they wish to find employment.

4.2.1 FINAL YEARS OF SCHOOLING

Refugees who wish to continue their interrupted secondary schooling have the opportunity to attend an intensive English course at the Education Department's Gilles Street Language Centre within the first 6 months of arrival, under the federally-funded Contingency Programme for Refugee children. They then proceed to a secondary school, where apart from the problems of adapting to a new type of school curriculum and environment, they still experience severe difficulties in expressing themselves and studying in English. Some, not all, schools have specialist language staff to help students for whom English is a second language, but it is quite usual for these teachers to be fully occupied with students in the junior years of high school. Consequently schools frequently turn to the Language and Migrant Education Centre to see if matriculation or pre-matriculation students (migrants or refugees) can benefit from the Adult Migrant Education Programme; they have to be informed that the kind of language course usually needed, i.e. an English for Specific Purposes Course geared to matriculation study, is not available in the current programme. If the main need is conversational, or coincides with types of courses currently being offered, the student can sometimes be enrolled if there is a vacancy (which is not often the case). As mentioned above, over the last 2 to 3 years the emphasis in the Adult Programme has been in basic general English courses and the more advanced English programme has had to be curtailed.

Migrant or refugee students attempting to continue tertiary studies have their problems compounded: there is the problem of recognition of previous qualifications or level of study, as well as the language problem. In some instances, rather than try to continue tertiary studies at their previous level of attainment, they opt to repeat a year; this immediately disqualifies them for a T.E.A.S. allowance.

Neither the schools nor the universities nor the Adult Migrant Education Programme are geared to meet the language needs of migrant adolescents and young adults wishing to continue academic studies. There are additional complications and problems of allowances: government assistance excludes some students a) who have no family in Australia or because b) they are not following a recognised course, or c) because they are technically doing a repeat year, or d) because siblings over 21 are technically responsible for their support. All of these problems cause confusion, and create a need for a special counselling service with staff sensitive to cross-cultural and linguistic problems and well-informed on the tertiary education sector, career opportunities and forms of government assistance.

In addition many young migrants and refugees need intensive advanced English courses specific to further study requirements, or tutorial help with English language and study skills offered concurrently with their studies.

4.2.2 TRANSITION TO WORK

The increasing level of youth unemployment in Australia affects all school leavers, but this transition period is particularly difficult for young people from migrant families.

A recent study, "Education and Employment of Turkish and Lebanese Youth (1980), funded by the Commonwealth Department of Education, cites several reasons for the acute difficulties experienced by Lebanese and Turkish youth.[17] The following factors quoted in the study have a general application to migrant youth:

1) Career advice - Because of migrant parents' limited experience there is a great need for careers advice to migrant youth and their families. Many migrant families are inadequately informed about apprenticeships, job opportunities and training programmes, and parents have unrealistic expectations for their children.

2) Knowledge of English - Besides improving job opportunities and prospects for future training, knowledge of English improves ability to communicate with the C.E.S. and provides access to wider sources of information about jobs, particularly Australian newspapers.

3) Cultural change following migration. Both the type of education and the range of jobs families have had experience of in the home country may vary a great deal from the Australian situation. This leads to difficulties of adjustment at school and work.

The study calls for a number of measures relating to education, including

. "provision of immediate short-term assistance to help (them) get a job, i.e., English and work skills, and help in obtaining a job;

. access to further education to upgrade skills among those already in the workforce;

. special English tuition to enable those with skills from the home country to use these in Australia;

. combined post-school training and English language training".[18]

All of these could apply to migrant youth of other ethnic groups as well as to those in the study.

The above recommendations are within the scope of the Department of Further Education and could become a reality for more young migrants and refugees, given additional resources and co-ordination of existing services.

There are already a number of federally-funded so-called transition programmes run by the Department e.g. Link Courses, Foundation Courses, E.P.U.Y. (Educational Programmes for Unemployed Youth) and Pre-Vocational Programmes. While there have been some migrant youth participating in these programmes, it is apparent that many others eligible have not participated, either because of insufficient English, or unawareness of the opportunities available.

Funding and policy for the above-mentioned transition programmes involves the Commonwealth Department of Education, whereas policy and funding for the English language programme for adults are via the Department of Immigration and Ethnic Affairs.

To meet the needs of migrant youth, transition programmes must include language support; and cross-cultural factors should be taken into account in planning. Alternatively, if courses offered under the Migrant Education Programme could be planned more broadly than simply English as a Second Language, they could be more effective.

As is pointed out in the Review of Multicultural and Migrant Education problems of co-ordination can be particularly difficult in Migrant Education programmes where two or more organisations or branches of organisations are involved in the administration of programmes, and can be a barrier to effective utilisation of resources. In an area of education greatly influenced by Commonwealth policy and funding, co-ordination must be improved at both Commonwealth and State levels. With some additional resources to supplement existing programmes, and with a co-ordinated effort by the D.F.E. sections involved, there could be a strengthened, combined approach to plan programmes to reach migrant youth.

4·3 MIGRANTS, EDUCATION AND EMPLOYMENT

Any institution concerned with employment skills and industrial training or re-training cannot afford to ignore the significant proportion of migrants in the Australian workforce. According to the 1979-80 Annual Report of the Department of Employment and Youth Affairs, people born outside Australia constitute about 25% of the workforce. The Report also states that according to recent ABS statistics migrants have a higher unemployment rate than the Australian born.(18)

It follows that the Department of Further Education, as the tertiary institution with a dominant role in the fields of industrial training, organising courses for unemployed youth and providing English language training for adult migrants, has a special responsibility for the educational needs of adult migrants in the workforce.

The particular educational needs of migrants which relate to employment, stem in part from language problems, and in part from problems of adjustment or complications as a result of having been educated or trained in another country. They include the following:

(a) English language skills at the most basic or survival level are required in most Australian work situations. As numerous reports, and most recently the Myer report on Technological Change in Australia (1980) have pointed out, migrants generally, and especially female migrants, are more than proportionally employed in the less skilled occupations.(19) Although it is possible to obtain such employment with a very bare knowledge of English the worker who lacks English language skills is not only at a disadvantage in many ways, but can be at considerable risk to personal safety. Basic English language needs include the ability to: understand instructions, ask simple questions about work procedures and routine matters, understand and read basic safety instructions, read signs and fill in simple forms.

The D.F.E. Language and Migrant Education Centre provides English language courses for workers under the Commonwealth-funded Courses in Industry programme. These courses are conducted partly or completely in work time, usually at the workplace. As well as catering for the basic English

language needs referred to above, courses are designed for particular needs within industry. These courses may be at a more advanced level, particularly for workers who have supervisory responsibility, including such topics as report-writing and advanced conversational skills.

(b) Educational support leading to recognition of qualifications and registration

Overseas-trained professionals, technicians and tradespeople wishing to convert their qualifications for acceptance and registration in Australia, often experience considerable difficulty because of the need to acquire additional trade/professional skills and knowledge, or specialized English language skills.

The Galbally Report (para. 7.4.1) draws attention to the "inadequate arrangements for bridging courses which would enable migrants to undertake the additional study necessary to have their qualifications recognised".(20) Under Recommendation 13 of the Review, funds are sought for "trial special intensive English courses for people who have qualified overseas in professional or sub-professional occupations which have substantial public contact, but whose limited command of English is an obstacle to the recognition of their qualifications and their employment in this country in the occupations for which they are qualified".(21) The types of occupations envisaged are general and psychiatric medicine, nursing, social work and teaching. As stated in a previous section of this paper, it is anticipated that funding will be available for a single such course in South Australia this financial year.

No special funding was envisaged however in the Galbally recommendations for bridging courses for tradespeople. Committees under the Tradesman's Rights Regulation Act were urged to look carefully at means of overcoming the special problems of migrants attempting to have their qualifications recognised. As suggested above, provision of such bridging opportunities with a trade/technical component and a bilingual or English language support component would come within the scope of D.F.E. activities, given adequate resources. The Bilingual Vocational/Technical programmes which are offered widely in the United States also provide models relevant to the Australian setting.

A number of D.F.E. colleges are involved in conducting trade tests for migrants seeking to have their qualifications recognised. An upsurge of applications by South East Asian refugees and migrants has brought to notice deficiencies in the present system. At present applicants frequently fail tests because of lack of sufficient English. This seems an inefficient waste of a valuable human resource. The need to have consistent standards across the department in trade tests has also become apparent. Matters such as these point again to the need for better co-ordination of programmes affecting migrants.

(c) Retraining

Technological change in the eighties will create a heavy demand for re-training. Undoubtedly migrants as a group will experience the initially adverse employment effects of technological change to a disproportionate degree. The Myer Report points out that migrants tend to be employed initially in those occupations that Australian workers find less attractive, and goes on to state:

"Because some jobs are unattractive, employers have an incentive to apply technological innovation to eliminate them and by so doing they reduce labour turnover costs. This can have the unfortunate consequence, for those located in these positions, that they may no longer have what to others was an undesirable job but to them is preferable to no job". (para. 5.134)(23)

The Commonwealth-funded Adult Migrant Education Programme has so far been directed to English language tuition, but with the employment situation likely to become steadily more critical for migrants with limited English, the development of broader vocational training courses with bilingual or mother tongue or special English support may no longer be an avoidable option.

4.4 ACCESS TO EDUCATION FOR MIGRANT WOMEN

4.4.1 FACTORS AFFECTING ACCESS FOR MIGRANT WOMEN

Many of the factors that affect migrant women's access to and participation in learning opportunities are the same as those affecting men, e.g. educational background, level of English, cultural values, awareness or lack of awareness of existing opportunities, transport, distance, confidence, time and energy constraints etc.

However there are additional factors that affect women. Domestic arrangements and family commitments can isolate the non-English-speaking woman even more than her Australian counterpart and make it difficult for her to attend classes. In addition, as her school-going children become more proficient in English, barriers are often set up between mother and children, increasing the isolation.

The changing role of women in contemporary society, and the differences in woman's role in the home society and in Australian society also create extra tensions for migrant women which may make it more difficult to partake of education.

Lack of adequate provision of free child care facilities is a serious barrier to education for women with young children. Generally speaking migrant women are at a greater disadvantage than Australian-born women for the following reasons:

. They are often unable to make use of existing community services either through lack of ability to communicate, or lack of information about facilities, or both.

. They may lack confidence to approach formal child care organisations, particularly where there has been a traditional reliance on the extended family to look after children.

. In many instances migrants have left extended family ties behind, and lack this support.

. Different cultural attitudes and customs related to care of children may make them hesitant about leaving children with people they don't know.

Child care is a major recurring problem for migrant women.

A variety of arrangements has been operating to care for children of migrant parents attending English classes. A free child-care service has operated for children whose parents attend day part-time classes at the Language and Migrant Education Centre. However only temporary accommodation has been available and with loss of this accommodation in February 1981, the free central service will close and parents will be given help in placing their children in community child care centres or in other arrangements. For some suburban and country classes there are free play-group facilities, largely due to the support of the community group or school where the class is held, but at most of the classes there is no such facility and either children attend class with their mothers, a totally unsatisfactory arrangement, or mothers are unable to attend class. A Commonwealth inter-departmental committee has recently investigated the child care needs of migrants wishing to learn English and the report of this committee is awaited. In addition a Commonwealth special grant has been sought from the Office of Child Care for the appointment of an Ethnic Liaison Child Care worker to provide guidance and assistance to migrant parents in arranging appropriate child care, and to assist child care providers to improve their understanding of cultural backgrounds and in attitudes of ethnic groups. Should this submission be successful it will benefit migrant families and child care providers.

4.4.2 SPECIAL EDUCATIONAL NEEDS OF MIGRANT WOMEN

Migrant women form a high proportion of women in the workforce, and many are in semi-skilled and unskilled occupations. In particular non-English speaking women are concentrated in production and process-working and labouring positions. The proportions of female workers in these occupations are Yugoslav 54%, Greek 51%, Italian 38%, Maltese 35%, United Kingdom and Eire 11% and Australian 7% (Australian Bureau of Statistics 1979). As unskilled and semi-skilled workers migrant women will be among those most disadvantaged by the effects of technological change unless retraining opportunities are open to them.

A study "We Cannot Talk Our Rights. Migrant Woman 1975" observed that "Functional literacy, even in their own language, appears to be a major problem for many migrant women settling in Australia".(23) More than half of the women in the sample studied, a broad sample of migrant women in New South Wales, had not gone beyond primary schooling and these women were young when compared with their Australian counterparts. On the other hand the same study indicated that despite a low level of formal education among migrant women, many of them had received some kind of occupation-related training, predominantly in cottage industries such as dressmaking. It is evident that for colleges of further education to offer appropriate courses for migrant women, staff should understand their educational background and find out about skills they possess that may be extended. Where language problems are compounded by lack of functional literacy, employment of bilingual staff, a practical approach and use of audio-visual aids are important.

The need for information about Australian society and institutions is particularly important for migrant women in the roles of household managers and mothers. Migrant women Speak, a report to the Commonwealth Government by the National Women's Advisory Council (1979) provides a comprehensive list of general information needs (See Attachment D). The

report emphasizes the need for information about health services and hospital procedures, and, in particular, knowledge about the Australian attitudes to childbirth. "Many if not most migrant women who are in maternity wards are completely baffled by procedures in Australian hospitals and this causes many misunderstandings, the language barrier being only one".(24)

Some general information to assist in adapting to Australian society is given under current programmes, as follows. The initial settlement programme for newly arrived migrants, established as a result of Recommendation 1 of the Galbally Report, provides orientation information in home language. English courses for migrant women offered as part of the Adult Migrant Education Programme also include some information content related to women's needs. However information about the wider Australian society is needed beyond the initial settlement stage (officially the first 6 months after arrival); and reliance on English to present the information is inadequate except for those who have reached a reasonable level of English. The Report of the National Women's Advisory Council recommends that general education courses including information about the wider Australian society where English is not the prime focus should be offered, with "suitably qualified persons" being employed to assist English teachers.(25) The general information needs as listed in Attachment D could also be used to form the basis for T.A.F.E. courses for migrant women.

4.4.3 EXISTING EDUCATIONAL OPPORTUNITIES FOR MIGRANT WOMEN

Adult Migrant Education Programme (A.M.E.P.)

Migrant women and men participate in full-time and part-time English courses conducted by the Language and Migrant Education Centre in the city, at Pennington Centre and in other country and city locations. Some newly arrived Indo-Chinese refugee women with little or no formal education, have been greatly encouraged and assisted by voluntary helpers of the Indo-Chinese Australian Women's Association who besides helping them with English, organise craft groups and arrange informal learning/discussion sessionson topics such as health, nutrition and home management.

English courses conducted for migrant workers at the workplace have been attended by men and women. However a number of industries employing a high proportion of migrant women, such as the declining clothing and footwear industries,have been approached unsuccessfully to allow time for English classes.

Women's Continuation Day English classes have been a feature of the A.M.E.P. for several years. These classes are held in local communities, at schools, kindergartens or community centres, and offer a familiar, friendly environment, close to home, for women with family commitments. Women see these classes as less formal and moving at an easier pace than Centre classes, giving them a chance to build confidence and make friends. Learning is geared to the needs of the group and includes information content about the local community.

The Home Tutor Scheme, begun in 1974, is directed primarily at migrant women, and offers the opportunity of being tutored in English on a one-to-one basis by a volunteer in their own homes. Thus the scheme has both educational and social objectives. There were proposals in the Galbally

Report (1978) to expand the scheme, but these have been offset to some extent by a shortage of tutors in some areas. The scheme has grown however in South Australia over the last 2 years, following the appointments of a co-ordinator in the Department of Immigration and Ethnic Affairs and a lecturer-in-charge of training programmes for tutors at the Language and Migrant Education Centre. The scheme has had considerable success in country areas where refugees have been settled under the Community Refugee Settlement Scheme. One of the important values of the scheme is the community participation and opportunity for cross-cultural exchange for tutors as well as learners.

Other educational opportunities

Reference has already been made to courses offered in D.F.E. colleges particularly directed at migrant women. These include Dressmaking and Weightwatching in Greek, and Dressmaking and Cooking in Italian. Parent education programmes will be offered in 1981 in Greek, Italian and Serbo-Croatian to help mothers of pre-school age children to cope more comfortably with the Australian pre-school and school systems. A bilingual stenography course with Greek and Italian language components will be of particular interest to migrant women.

A course entitled "Opportunities for Migrant Women" consisting of information on themes of interest to women, together with discussions and confidence-building sessions, was offered at one college of further education for migrant women with a reasonable level of English. A similar course will be offered in 1981, with more emphasis on English language improvement and cultural exchange. Most of the women taking the course in 1980 were referred to the course from the Migrant Education programme. All these courses provide valuable opportunities for migrant women to share in further education, but the fact remains that they are few, compared with the number of migrant women in the community who lack the confidence and language skills necessary to benefit from regular courses.

It is worth noting that all these specially devised courses have depended on the input of a few staff with the language background and the ability and sensitivity to liaise effectively with non-English speaking migrants and community groups. More ethnic liaison or community education officers are needed if such courses are to be extended to other groups of migrant women, and if new education programmes are to be developed according to their needs. Officers are needed who have had considerable experience in working with migrant communities, and preferably with bilingual or multilingual ability. An important part of their duties would be to liaise and consult with community groups, voluntary organisations concerned with migrant welfare and education, the ethnic groups and welfare agencies, with a view to taking an active part in a team approach to developing educational projects and courses for migrant women in the area. The potential for community education officers working as part of a community resources team is also emphasized in the study The Development of Further Education for Non-English Speaking Australians 1980.(26)

4·5 PUBLICITY - PROMPTING AWARNESS - OUTREACH

The underlying principle of the Department of Further Education, expressed in the formal Charter, is to offer opportunities for lifelong education,

to provide educational opportunity throughout people's lives, and to integrate education with life.

Unfortunately the idea that education is possible beyond the end of secondary or even primary schooling, is unfamiliar to many people of ethnic background. This is one of the reasons for the low participation of ethnic communities in adult education.

4.5.1 MULTI-LINGUAL PUBLICITY

One obvious way of making ethnic communities of non-English speaking background aware of further education opportunities is by advertising in the major community languages - in the local ethnic press, at ethnic festivals, in programmes for ethnic sports functions, through leading ethnic clubs and concerts, through the churches and via ethnic radio. These avenues have been used to some extent. A recent co-operative effort by 15 colleges leading to advertisement in four major ethnic languages is an important new venture. An occasional press release by the Minister of Education of statements relating to D.F.E. in several languages would also be valuable.

4.5.2 ETHNIC RADIO AND TELEVISION

T.A.F.E. level programmes on ethnic radio, and also on ethnic television, if and when this extends to South Australia, could make a strong impact on both awareness and participation of ethnic communities. A recent series on ethnic radio produced by the Open College Centre for Resource Development with some input from L.M.E.C. Community Languages staff, has provided information related to settlement themes in 6 languages.

It has been suggested that ethnic radio also has the potential to be used as a two-way channel of communication through talk-back sessions. The report, The Development of Further Education for Non-English Speaking Australians, a D.F.E. Research Branch publication, recommends that the D.F.E. Radio Programme Advisory Committee investigate the potential of talk-back on ethnic radio in ethnic languages using community language speaking professionals in a variety of disciplines (law, health, taxation, community welfare, education, etc.) as both an innovative learning situation in itself, and to determine the amount of listener response as a gauge of potential classes in a variety of areas using, where relevant, community languages as the medium of instruction.(27)

The Australian Institute of Multicultural Affairs in its recent review of education recommends that the multicultural television service use its own funding to research and develop a new series of English-teaching programmes, in consultation with relevant educational bodies, to meet the needs of non-English-speaking Australians, and that these programmes be provided free of charge to commercial stations in capital and provincial cities where the multicultural television service is not operating.(28) These proposed programmes would considerably upgrade educational opportunities for migrants in isolated areas or who are unable to attend classes for other reasons, and could lead to greater participation in further education, and quite possibly lead on to courses offered by the Open College of Further Education.

4.5.3 ETHNIC COMMUNITY LIAISON AND EDUCATIONAL COUNSELLING

The need for more ethnic community liaison officers and educational

counsellors, with an understanding of the backgrounds of ethnic groups and an awareness of crosscultural factors, has been referred to in several places in this paper. Such people play a vital role in improving access to education for ethnic groups, and serious consideration should be given by the Department to creating more positions as staffing vacancies occur.

Other measures which should be taken to strengthen the Department's approach to ethnic communities include:

. taking into account multilingual abilities and experience of working with ethnic sections of the community, when recruiting staff;

. conducting retraining courses for counselling staff and teaching staff to increase their understanding and awareness of the cultural and educational backgrounds of ethnic communities;

. encouraging all D.F.E. staff to learn another community language by granting exemption from fees for those who undertake D.F.E. community language courses.

5. GENERAL SUMMARY

About a quarter of South Australia's population was born overseas; there are many people who speak little English or experience some difficulty in communicating in English. Such people are at a serious disadvantage when seeking employment and gaining access to community services including education. In the case of education, this is borne out by the fact that comparatively few members of ethnic groups participate in post-secondary education, including technical and further education.

While appropriate English language learning opportunities are important for migrants, there are a range of other bridging arrangements combining language and broader educational offerings that need to be further developed; and in some instances there is a real need for provision of language support programmes.

The Commonwealth-funded Adult Migrant Education Programme conducted by the Language and Migrant Education Centre (L.M.E.C.) of the D.F.E. offers English language tuition intensively for the most part to newly-arrived migrants and refugees, and at a variety of levels and intensities at a later stage. These courses operate both centrally and at many other locations throughout the state. However, the stated goals of the programme place a limit on the level of English in the general programme, and the level of funding does not necessarily permit everyone who needs English to be placed on course immediately. This creates a demand for further English courses and other bridging arrangements in the mainstream of adult education.

Migrants with limited educational background are at a particular disadvantage both in gaining access to further education and in finding employment, and their plight will worsen as technological change increasingly affects the workplace. Migrant women workers are likely to be the most seriously affected group. Special provision should be made for migrant workers in retraining programmes in the D.F.E.

The need for bridging arrangements to provide access to post-secondary education for non-native speakers of English has been well documented in reports, but there has been little response by the higher education institutions themselves. The universities and C.A.E.'s see the D.F.E. as the appropriate institution to develop and offer such programmes. Within the D.F.E. the colleges look to L.M.E.C. staff to provide the expertise to initiate and conduct courses, but lack of clear funding arrangments has retarded progress. It would appear logical for the L.M.E.C., given appropriate funding, to initiate and work with staff of other colleges and higher education institutions to develop and extend access to adult students handicapped by language difficulties.

The range and comprehensiveness of the D.F.E.'s community language and language-related programmes reflect the flexibility of the Department's structure and policies. Efforts, however, are fragmented, flourishing where there are staff with the sensitivity and capacity to initiate and develop programmes, but lacking in areas where ethnic community liaison is deficient. The appointment of ethnic community liaison officers to regional colleges in areas where many people of migrant background live is essential if colleges are to respond adequately to the needs of the people within their region.

Equally important is the provision of appropriate educational counselling for migrants unfamiliar with the Australian education system. This calls for special training arrangements for counselling staff at colleges and for ethnic community liaison officers. Such staff should be thoroughly familiar with the special educational opportunities open to migrants, and also aware of the cultural and educational differences between migrant groups and the general Australian community.

A more imaginative approach to publicity, in the press, and on radio and television, catering for non-English speaking Australians, is important to increase awareness of educational opportunities among all groups in the community.

This paper has also drawn attention to the need for a clearer definition of policy and improved co-ordination at both commonwealth and state level; this could lead to more effective utilisation of resources. Language, cross-cultural and access programmes within the D.F.E. would be greatly strengthened by the appointment of a full-time senior co-ordinator in the ethnic area, with a brief extending across the Department.

CONCOMITANT WITH SUCH AN APPOINTMENT IS THE NEED FOR A CLEAR EXPRESSION OF DEPARTMENTAL POLICY IN REGARD TO THE EDUCATIONAL DEVELOPMENT OF THE LARGE NUMBER OF SOUTH AUSTRALIANS WHO ARE OVERSEAS BORN. IT IS INESCAPABLE THAT IN THE 1980S THE MULTICULTURAL NATURE OF SOUTH AUSTRALIAN SOCIETY WILL BE A DOMINANT SOCIAL FACTOR. A STRONG AND DIRECT RESPONSE TO THAT REALITY WILL BE REQUIRED OF THE STATE'S POST-SECONDARY EDUCATION SYSTEM, AND SPECIFICALLY THE DEPARTMENT OF FURTHER EDUCATION.

APPENDIX A

EXCERPTS RELATING TO ADULT MIGRANT EDUCATION

FROM REPORT OF THE REVIEW OF POST-ARRIVAL PROGRAM AND SERVICES FOR MIGRANTS MAY 1978 (GALBALLY REPORT)

2. INITIAL SETTLEMENT

2.3 There is extensive evidence that newly arrived migrants are at a disadvantage in almost every aspect of life in Australia. They are more likely to be unemployed, often move from job to job, and are frequently employed below their skills and capacities. They pay higher than average rents and often have extensive debts, particularly when they have to borrow to raise their fare to Australia and to buy furniture and basic household goods after they have arrived. There is often considerable pressure on married migrant women to work to help meet these costs. If the new arrival does not speak English, problems such as finding a job, doing the shopping and travelling to work or school are magnified, often into major difficulties. We believe adequate accommodation, English tuition, help in finding employment and information about Australia and support and assistance in settling into the community are vital for successful settlement.

2.7 We recommend that a new initial settlement programme be established at an additional cost of $12.0m over three years involving a reorganisation of existing resources, as well as the allocation of new ones, to set up sixteen migrant settlement centres throughout Australia. It should be organised on the principles outlined in paras 2.8 - 2.12 and with the management structure described in paras 2.13 - 2.19. Based on the 1976-77 figures of around 71 000 new arrivals, we estimate that about 20 000 adults each year - mainly people who do not speak English - are likely to be in particular need of help with settlement.

2.9 The objectives of the programme are:

(a) to provide initial accommodation for incoming migrants, whether sponsored or unsponsored, who do not have suitable accommodation arranged before arrival;

(b) to provide an initial intensive course in English for the majority of incoming migrants who do not speak English. (The link between initial and longer-term English instruction is taken up in Chapter 3);

(c) to provide information about Australia, its institutions and services;

(d) to provide assistance and counselling for migrants, especially for those with no links with Australia, in finding suitable employment and housing, and generally in establishing themselves in the community.

2.10 To meet these objectives we see these centres providing a focus for orientation and settlement activities that will make possible a gradual

transition into the new community. In addition to English language classes these activities would include:

(a) talks and discussion groups about life in Australia, especially on such subjects as health, child care, finance and hire purchase, employment opportunities, unions, citizenship and housing, and rights and obligations under the law;

(b) visits where appropriate to schools, banks, post offices, supermarkets etc. to provide practical experience of Australia's institutions;

(c) counselling and advice on housing, employment recognition of overseas qualifications and educational opportunities;

(d) practical assistance in job interviews, moving into the community, establishing links with ethnic and other groups and developing contacts within the community.

2.12 The period we have in mind will vary with the needs of individual migrants, ranging from two to four weeks for those with cultures similar to the Anglo-Australian and some facility in English, to twelve weeks for refugees, which should be the maximum. We estimate that the average would be six weeks. At the end of each individual's orientation period special benefit should be terminated and normal unemployment benefit, with the full work test, should be available if necessary.

3. TEACHING ENGLISH

3.15 Among both new arrivals and those in the backlog, there are some special groups with particular need for the English language. These include people intending to enter the workforce (in particular newly arrived adolescents); men and women already in the workforce; and people (mainly women) not in the workforce but for whom a knowledge of English may be critical in the maintenance of family relationships and family stability. We recognise also that different levels of education among migrant groups and individual migrants require flexibility in the range of educational provision. We believe the number of hours of English language instruction for each student should be directly related to what is required to equip the migrant to understand institutions through which the migrant may wish to pursue educational advancement.

3.17 We have already proposed a major English teaching programme for newly arrived migrants as part of an overall initial settlement programme and have included the incremental component costs of English teaching in the estimates for that programme in Chapter 2, Initial Settlement. We estimate that eventually some 30 to 50 per cent of students, who under existing arrangements would receive instruction through the adult migrant education programme, will receive some English teaching in the initial settlement programme. As the settlement programme comes into full operation over the next three years it should relieve pressure on the demands for some courses and classes under the current programme. Notwithstanding this, we see a need for additional funds to provide higher level courses for completing the settlement programme, to promote further programme initiatives aimed at reducing the backlog and to upgrade the quality of courses. This increase in funds for improvements to the existing programme, together with the new funds for the settlement programme's English language component,

means a significant overall increase in the total level of funds and resources directed to the adult migrant education programme.

3.19 Recommendation 5 of the Report sums up the details given in 3.19 as follows:

In addition to the English language provisions in the initial settlement programme the following improvements to some activities within the current adult education programme should be made through reallocation of existing resources and an additional expenditure of $2.4m over the next three years:

(a) extending the availability and coverage of full-time courses,
(b) changing the concept and presentation of continuation classes,
(c) extending the range of advanced courses,
(d) extending the provision of courses in industry,
(e) extending the home tutor scheme.

Under Employment of Skills and Recognition of Qualifications

7.41 Our attention has been drawn to a further problem in the recognition of qualifications: in many areas there are inadequate arrangements for bridging courses which would enable migrants to undertake the additional study necessary to have their qualifications accepted. Even when a qualification has been assessed and specific study prescribed, the bridging courses for the necessary segments of the whole training course may not be available or the migrant may be excluded from them.

7.42 We believe that the Tertiary Education Commission should emphasise to colleges and universities that migrants need to have access to various stages of their courses and that colleges and universities should make it easier for migrants to have access to these courses whenever possible. Similarly the committees under the Tradesman's Rights Regulation Act should look carefully at means of overcoming the special problems of migrants attempting to have their qualifications recognised.

Retraining for Migrants

7.43 In February 1978 the rate of unemployment among workers born overseas was 8.1 per cent (compared with 7.2 per cent for Australian-born workers). While we believe the main causes of unemployment among migrants are the same as for Australian-born workers, inadequate English certainly makes things more difficult for migrants in many cases. Problems with English also make it difficult to retrain migrants who have skills which are no longer in demand. Under the National Employment Training Scheme, during 1977, 183 migrants attended a course comprising 50 per cent English language and 50 per cent on-the-job training. We understand the latter course has been most successful. Undoubtedly a demand exists for similar courses and we support the idea of combining language teaching with occupational retraining. The Department of Employment and Industrial Relations should consider the special needs of migrants in the operation of the NEAT programme.

APPENDIX B

ENROLMENTS - ADULT MIGRANT EDUCATION PROGRAMME 1975 TO 1980

	1975	1976	1977	1978	1979	1980 (as at 13-11-80)
ON ARRIVAL						
MAINLY FULL-TIME	-	-	236	926	715	1321
ON GOING						
FULL-TIME (10 week-30 hours)	64	66	61	81	86	87
FULL-TIME (Vacation Course)	-	-	-	-	48	19
COURSES IN INDUSTRY	187	273	432	168	510	1198
WOMEN'S +	-	425	480	585	760	642
REHABILITATION +	-	100	201	247	415	119
ALL OTHER PART-TIME COURSES *	2922	2390	3625	5396	5056	4441
CORRESPONDENCE STUDENTS (External)	688	684	588	509	425	502
TOTAL ON GOING	3861	3938	5387	6986	7300	7008
TOTAL ON ARRIVAL AND ON GOING	**3861**	**3938**	**5628**	**7912**	**8015**	**8329** (incomplete)

+ See Other Part-Time Courses, 1975.

* Includes evening suburban and country class enrolments up to 1979.

APPENDIX C AUSTRALIAN SECOND LANGUAGE PROFICIENCY RATINGS SHORTENED SUMMARY

S = Speaking L = Listening W = Writing R = Reading

NOTE: This is a summarized version of the ratings to to give an overall description. A more detailed version is needed in order to apply them accurately.

	GENERAL DESCRIPTION	EXAMPLES OF SPECIFIC TASKS	COMMENT
Level 0	Unable to function in the Language	NIL	NIL
Initial Proficiency			
S : 0+	Able to operate in a very limited capacity within predictable areas of need.	Can give own personal details of family and can say yes, no, pardon, please excuse me, etc.	Interference from socio-cultural factors is strong.
L : 0+	As for S above and only in simple situations with people used to dealing with new arrivals.	Can comprehend as in S above plus basic time modifiers, today, tomorrow and basic signs.	
W : 0+	As for S and L above but uses phonetic spelling only.	As in S and L above and some words phonetically.	
R : 0+	Able to read limited range of sight words and simple sentences. Can recognise most of the alphabet.	Can recognise family and own names, addressed, well known shops, streets etc.	Beginnings of sound-symbol correspondence and visual memory appearing.
Elementary Proficiency			
S : 1-	Able to satisfy immediate needs using learned utterance.	Can produce utterances in fragmentary grammar. Make simple purchases - tickets on public transport.	Use of sympathetic noises and gestures is heavily influenced by cultural background and personality.
L : 1-	As for S : 1- above in familiar and predictable situations. Heavily dependent on face-to-face contact.	Can comprehend simple requests for personal details, simple commands and direction.	

W : 1-	Able to write short words and brief familiar utterances. Can write alphabet.	Details of family and brief sentences (not necessarily accurate) on familiar situations.
R : 1-	Able to read short simple sentences and short instructions.	Can identify and read common words (e.g. shops, everyday objects) but stress patterns may be faulty.

Minimum Survival Proficiency

S : 1	Able to satisfy basic survival needs and minimum courtesy requirements.	Despite hesitations, poor syntax, repetitions, can give personal information and maintain simple conversations on familiar topics, simple shopping.
L : 1	Able to comprehend enough to meet basic survival needs.	Can comprehend simple directions, time and date appointments. Has difficulty using telephone.
W : 1	Able to satisfy basic survival needs but longer utterances tend to lose coherence.	Can complete simple forms e.g. bank deposit form etc. Supplementary to L : 1 above.
R : 1	Able to read most simple signs and some words, phrases and simple sentences (cf. L : 1).	Simple forms, signs, transport timetables "Yellow Pages" for simple purpose, simple sentence, short series instructions.

Survival Proficiency

S : 1+	Able to satisfy all survival needs and limited social demands.	Can cope with more complicated shopping, bank, transport situations. Can explain range of personal symptoms to doctor.	From this level on he has sufficient language repertoire to comprehend texts containing increasing number new language items and sufficient language base to permit exploration by inquiry of native speakers.

L : 1+	As for S : 1+ above but comprehension still assisted by face-to-face, careful articulation and slow rate (100-120 w.p.m.) on familiar topics.	Can hear the more prominent contracted forms in careful speach, but can comprehend only isolated words and phrases in a conversation between native speakers.
W : 1+	As for S : 1+ above but errors in spelling and style may interfere with comprehension.	Simple letters (e.g. to accompany a cheque, note to school explaining child's absence etc.)
R : 1+	Able to read short simple texts on subjects related to his immediate needs.	Can understand simple circulars sent home from school - straight forward classified advertisements provided not too many abbreviations are used.

Minimum Social Proficiency

S : 1+	Able to satisfy routine social demands and limited work requirements.	Can give detailed information about his family living conditions, educational background etc., and can describe and converse on everyday things in his environment (e.g. his suburb, the weather, his job, etc.)	At this level, his ability if sufficient for normal social relationships with native speakers.

L : 2	As for S : 2 above - can get the gist of most conversations in everyday social situations though he may sometimes misinterpret or need utterances to be repeated or rewarded. Can cope with the lower range of normal native speaker rates of utterance (120-150 w.p.m.).	Can readily understand the sort of information indicated in S : 2.	
W : 2	As for S : 2 he can handle (with moderate confidence and sufficient accuracy that comprehension by a monolingual native speaker is not impeded) these written forms he needs in his everyday life.	A personal letter, simple report of an event, and order for goods or backing a room, fill in most forms regularly encountered.	
R : 2	Able to read simple prose, in a form enquivalent to typescript or printing, on subject within a familiar context.	The more straight forward news items from daily press, but longer reports and commentaries only with difficulty.	

Minimal Professional Proficiency

S : 3	Able to speak language with sufficient structural accuracy and vocabulary to participate effectively in most formal and informal conversations on practical, social and vocational topics.	Can speak to educated native speakers or those at his own socio-economic level on general or relevant professional topics without unintentionally amusing or irritating them.	The key factor now emerging is register flexibility (as well as continued development in fluency and accuracy).
L : 3	Able to comprehend sufficiently readily to be able to participate effectively in most formal and informal conversations with native speakers from social topics and on those vocational topics relevant to his interest and experience.	Has reasonable comprehension of radio and T.V. news readings (160 w.p.m.) though more rapid speakers cause comprehension to suffer.	It should be noted that colloquial speach may entail changes in every aspect of language

W : 3	Able to write with sufficient accuracy in structures and spelling to meet all social demands and basic work means.	Can write in all forms used in daily life without errors intruding on a native speaker's comprehension and acceptance.	Dimension of change from here to R : 5, W : 5 lies in breadth of vocabulary, accuracy of syntax, flexibility and sensitivity of and to style.
R : 3	Able to read standard newpaper items, routine correspondence, report and technical material in his special field.	Can read standard newspaper items, best selling novels, and similar recreational literature.	

Full Professional Proficiency

S : -	Able to use the language fluently and accurately on all levels normally pertinent to his personal, social, academic or vocational needs, but is rarely taken to be a native.	Can modify his speach deliberately according to the situation and its register requirements. Can handle informal interpreting from and into his first language if necessary.	Cultural understanding now plays a significant part in promoting language use. Grammatical development is now more or less complete though "slips" or errors of performance may still occur. The learner can, however, usually correct such errors if he becomes conscious of them.
L : 4	Can comprehend easily and accurately in all personal and social context and in all academic/vocational context relevant to his experience.	Can comprehend most radio and T.V. documentaries and accurately identify the speaker's mood, tone etc.	
W :4	As for S and L above - errors in grammar or vocabulary are very rare - can select from a wide choice of words and structures from more precise meaning.	Can convey his meanings precisely and accurately, unrestricted by lexical, syntactic, or spelling deficiencies.	

R : 4	Able to read all styles and forms of the language pertinent to his personal, social, academic/ vocational needs. Reading speed approx. similar educated native speakers (250 - 300 w.p.m.)	Additionally to general skills can handle translation from and into his first language informally where necessary.	

Native Like Proficiency

S : 5	Speaking proficiency equivalent to that of an educated native speaker.	Can handle all tasks he normally encounters and has native-like flexibility in new ones; can handle humour as effectively as a native speaker.	At this point all language related cultural barriers are removed and, to all intents and purposes, he acts, and is accepted by others, as a native speaker.
L : 5	Listening proficiency equivalent to that of an native speaker.	As for S : 5 above.	
W : 5	Written proficiency equivalent to that of an native speaker.	As for S : 5 above.	
R : 5	Reading proficiency equivalent to that of an native speaker.	As for S : 5 above.	

APPENDIX D

SUGGESTIONS FOR INDUCTION AND ORIENTATION PROGRAMS FOR MIGRANT WOMEN

EXCERPT FROM MIGRANT WOMEN SPEAK. A REPORT TO THE COMMONWEALTH GOVERNMENT BY THE NATIONAL WOMEN'S ADVISORY COUNCIL (APRIL 1979)

Induction and orientation programs provided to women should include information about:

- ☐ cross-cultural differences in the role and status of women in Australia, and in family organisation
- ☐ telephone and postal services
- ☐ interpreter/translation services
- ☐ public transport, reading street maps, road maps
- ☐ Australian currency, the banking system, hire purchase, loans and other aspects of the financial system
- ☐ the organisation of delivery of health and welfare services, e.g. immunisation, dental care, optical and hearing care for themselves and their families, assistance available to parents with retarded or disabled children
- ☐ emergency care i.e. use of ambulances, emergency departments in hospitals, poison centres, first aid, expired air resuscitation, warnings about sharks, river and pool drownings
- ☐ hospital and medical insurance and access to hospitals
- ☐ preventive health care, in particular the detection of cervical and breast cancer, family planning and pre-natal and post-natal care
- ☐ climate, diet and nutrition
- ☐ shopping, renting or buying properties
- ☐ social security provisions and entitlements, and immigration matters i.e. citizenship, entry, family reunion
- ☐ income tax and allowances, family allowance
- ☐ legal aid schemes, ombudsman and anti-discrimination legislation
- ☐ language and other courses available in technical colleges, colleges of advanced education and other educational institutions
- ☐ schools – mothers especially need to be introduced into the school system at all levels by way of bilingual programs developed jointly between settlement centres and school personnel; these programs should take place in schools
- ☐ Australian democracy – Federal and State parliamentary systems, and local government rights and responsibilities.

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